

# **Castle Rocks Planning Charrette Final Report**

## **TABLE OF CONTENTS**

<b>Castle Rocks Vision Statement .....</b>	<b>1</b>
<b>Castle Rocks Acquisition—Background .....</b>	<b>2</b>
<b>Castle Rocks Disposal—Background .....</b>	<b>3</b>
<b>Programmatic Agreement Between IDPR and SHPO .....</b>	<b>5</b>
<b>Castle Rocks Topographic/Boundary Map .....</b>	<b>10</b>
<b>Castle Rocks Planning Process - Overview &amp; Target Schedule .....</b>	<b>11</b>
<b>Castle Rocks Planning Team – Planning Parameters .....</b>	<b>12</b>
<b>Castle Rocks Planning Charrette Methodology .....</b>	<b>13</b>
<b>Planning Charrette Agenda .....</b>	<b>14</b>
<b>Castle Rocks Charrette Sub-Team Recommendations .....</b>	<b>16</b>
Historic/Cultural Team .....	16
Recreation Team .....	17
Real Estate Team .....	18
(Natural) Resource Planning Team.....	19
<b>Idaho Statewide Park Classification System .....</b>	<b>20</b>
<b>Developing the Vision .....</b>	<b>23</b>
<b>Castle Rocks - Chronology of Events .....</b>	<b>25</b>
<b>Definitions of Acronyms .....</b>	<b>26</b>
<b>Appendix .....</b>	<b>27</b>
Public Law 106-421 .....	28
Sub-Team Presentation Outlines.....	30
Cultural/Historical Team .....	30
Recreation Team .....	37
Real Estate Team .....	42
(Natural) Resource Planning Team.....	45
Biographical Sketches of Team Members .....	48
Team Member Contact Information .....	52

## Castle Rocks Vision Statement

*“Castle Rocks is an inspiring park with diverse opportunities for discovery and solitude in a protected geologic setting, where the natural beauty and heritage of the area enrich the visitor experience.*

*The unique cultural, natural and scenic resources are maintained as a living landscape to enhance resource values. Recreational uses are compatible with preserving these fragile qualities as a vibrant remnant of the Great Basin. Innovative partnerships among governments, communities and users enable a stewardship of park resources that will ensure public enjoyment for future generations.*

*Castle Rocks will be recognized as a special place where time stands still and the user is a respectful guest”*



## **Castle Rocks Acquisition—Background**

Castle Rocks Ranch was placed on the market in 1999 by a private landowner. Concerns for development of this pristine and historic treasure put into motion the process that has been moving forth for the past three years to make Castle Rocks Ranch an Idaho state park.

Castle Rocks Ranch was acquired from funding provided by The Conservation Fund and Access Fund. With support from many local people and the Idaho Congressional delegation, federal legislation was passed to facilitate a land swap of state, private, and federal land. With the passage of the legislation, the National Park Service (NPS) acquired the private property from The Conservation Fund. This transfer took place on March 15, 2001. The next step in the process will be for the National Park Service to move through a disposal environmental assessment on the property so that the NPS can then trade the Castle Rocks Ranch for a block of land currently held in the Idaho Park Land Trust under 67-4242 by the Idaho Department of Parks and Recreation (IDPR) within the boundaries of Hagerman Fossil Beds National Monument.

This Castle Rocks Ranch land trade, as proposed, is a win-win situation for many entities. It consolidates state, federal, and private ownership and provides tremendous recreation opportunities in an area that previously had very limited access. The area has world-class rock climbing possibilities and the new state park will provide other recreational opportunities for public access to the adjacent national forest lands as well. Some of these uses are hiking, equestrian use, mountain biking, birding, photography, geology, and hunting. Under the future management of the Idaho Department of Parks and Recreation the land will also continue to provide grazing to local ranchers.

The federal authorization to move forward with the acquisition also clears the way for the IDPR to leave the irrigated pasturelands at Castle Rocks in private ownership and production by allowing some of the irrigated lands to be traded by IDPR for private in-holdings in City of Rocks National Reserve, consolidating public ownership inside the Reserve and keeping much of the irrigated agricultural land in private ownership. Castle Rocks will be managed by the Idaho Department of Parks and Recreation to provide low density, low impact recreation use to the public.

The area is located within a beautiful area already designated as a National Historic Landmark, which requires that we protect the rural historic setting with respect to future developments in the area. It is also important to protect the historic view sheds. Development of facilities such as toilets, trails, climbing routes, roads, and parking areas will be planned and designed prior to installation to ensure they protect the natural and cultural resources. As important as the view shed is looking into Castle Rocks, it is just as important looking from within the rocks and on the rocks out to the surrounding mountains and valleys. Sound is also an important consideration since it carries so far. This must be considered in allowing vehicle access and parking areas for the users.

Local public involvement will be encouraged in all planning and development projects to protect their interest in this adjacent historic area. As a result of comments in a public meeting in Almo

in March of 2001, any public lands traded into private ownership in the Castle Rocks area will be traded with an easement on the lands to prevent subdivision. This will help preserve the historic setting.

Meetings were held in February of 2001 with County Commissioners, the Albion Joint Management Association (comprised of the BLM, USFS, USFWS, IDPR, Commissioner Dennis Crane, and NPS), Senator Denton Darrington, and Representative Scott Bedke. These meetings were to provide information that the commitments made during earlier meetings concerning this process were being kept. A schedule for a plan and required compliance documents necessary to initiate the transferring of Castle Rocks Ranch from federal ownership to the State of Idaho was distributed at each meeting. This plan outlined the tentative schedule for completing each step of the planning and Environmental Assessment process until the transfer has been completed.

Issues raised at the public meeting on March 1, 2001, in Almo were concerns for motorized vehicle access, possible development on irrigated pasture to be traded into private ownership, how the trade will occur, roads, access, water rights, camping, trails, grazing, cultural and biological surveys, and trespass onto adjacent private lands. Local residents were assured there would be opportunity for their input throughout the management planning process as well.

While the Idaho Park and Recreation Board has been kept abreast of the long chain of events that are now potentially leading up to the final land trade and informally have supported the concept of this land trade with the National Parks Service, formal action by the Idaho Park and Recreation Board is required for the land transfer to be finalized. The Board will take this formal action as soon as all necessary steps leading up to the land transfer have been completed.

### **Castle Rocks Disposal—Background**

*Personal Interview with Rick Wagner-NPS*

We are about to start the administrative process for conveying by exchange the Castle Rock Ranch, which was recently acquired by the National Park Service under federal law. This property was acquired specifically for the purpose of exchanging the Castle Rock Ranch, located about a mile-and-one-half north of the City of Rocks National Reserve, to the State of Idaho Department of Parks and Recreation for their conveying the state lands that surround the Smithsonian “Horse Quarry” within the Hagerman Fossil Beds National Monument.

When the City of Rocks National Historical Reserve legislation and the Hagerman Fossil Beds National Monument legislation were passed, there were two separate authorizations for two separate park areas under Public Law 108-696 on November 18, 1988. The legislation that directed the Hagerman Fossil Beds establishment specifically identified the state lands and specifically limited the ability of the National Park Service to acquire those lands only by exchange or donation. This legislation means that the state either donates the horse quarry land or agrees to a suitable exchange parcel to satisfy the State’s requirements for disposing of the land to the federal government at the Hagerman Fossil Beds National Monument.

In approximately 1996, a landowner expressed their willingness to sell some land near City of Rocks to the Park Service. Mr. Robert Harmish was the landowner of the Castle Rock Ranch, about a 1,240-acre ranch located north of City of Rocks, some of which was located within the national historical landmark of the area. So, it had always been known as a prominent parcel of ownership that we should look at for the natural features that are there—the rocks and some of the possible cultural resources of the land—but we have never had an opportunity to acquire it before because of the land being outside the designated City of Rocks’ boundary. When this landowner approached us and offered to sell the property, it became the subject of conversation between the then State Parks Director Yvonne Ferrell and me that possibly that would be considered a suitable trade property that would satisfy her requirements for managing the real estate at Hagerman Fossil Beds and in return that would also give State Parks a better facility for some of their administrative uses that would not have to be located within the City of Rocks proper. So, as time went on, we pursued this and, as it turned out, it was something that was able to be pulled off with the help of the conservation club, who actually put up most of the money to acquire the property and held it until legislation by Congress and an appropriation from Congress could be authorized to acquire the property.

In fiscal year 2001, Congress did pass legislation and appropriate funds for the National Park Service to acquire the Castle Rock Ranch, specifically for the benefit of an exchange that would allow the state parks department to convey the Hagerman horse quarry parcel in return for the Castle Rock Ranch property that would also be used as a part of the management for the City of Rocks National Reserve. We now have, under the federal legislation, federal title to the Castle Rock Ranch. That means we now have a disposal process that is dictated by federal law and specifically Department of Interior regulations. The money was appropriated out of



the Land and Water Conservation Fund; therefore, the exchange authority and procedures we are working with are also pursuant to the Land and Water Conservation Act of 1964 and as amended in 1968. The National Park Service has regulations that are codified in 36 CFR Part 17 and Part 18 and specifically talks about the disposal of acquired real estate and furthermore specifically how to dispose of the Ranch property by an NPS exchange. The planning effort that was started on May 21 is to follow those prescriptions on how federal land, that has been acquired to benefit a National Park unit, can be disposed. It so happens, in this case, we are disposing of the land to the State of Idaho and, therefore, there will be concurrent requirements to be complied with under State of Idaho rules.

The federal regulations that the National Park Service is working under requires a determination by the Secretary of Interior that the cultural and natural resources on the Ranch property will be protected, or in some way managed, in a way that is “consistent with the purposes of the National Park Service.” That is the basic prerequisite for completing an NPS exchange. Those

standards are satisfied through our compliance with the National Environmental Policy Act (NEPA).

The National Park Service has started the baseline inventory of the resources on the Ranch property and has identified critical cultural resources at and near the Castle Rock Ranch. The sites and the resources will have to be evaluated. The Idaho State Historic Preservation Officer (SHPO) must be consulted and must ensure that state standards for cultural resources can be achieved. The NEPA process will require us to be able to issue a Finding of No Significant Impact (FONSI) under the environmental assessment. The NPS will then, upon the Finding of No Significant Impact, move into the procedures for the actual real estate exchange procedures. Before the Finding of No Significant Impact, we will start some of those real estate procedures on the presumption that a FONSI is appropriate so there will not be a hiatus between the time the FONSI is signed by the National Park Service and the time that we are ready to actually initiate the exchange title transfer procedures with the State of Idaho.

The Castle Rock legislation also provided that the NPS might exchange certain suitable portions of the Castle Rock Ranch for additional benefit of the City of Rocks Reserve. So, part of this effort is two-fold. One is to identify the Ranch lands that need to be protected and held by the State of Idaho in compliance with federal standards and the SHPO requirements. The second is to identify lands that can be disposed of for the benefit of some acquisition within the City of Rocks Reserve. For the Ranch lands that will be disposed of for the benefit of the City of Rocks Reserve, that process will probably involve private ownerships and, therefore, we will have to appraise those properties under the "near equal" value-for-value procedures required under the federal Land and Water Conservation Act. NPS exchange disposals to the private parties must be in conformance with the 36 CFR Part 18 requirements for determining fair market value and protecting critical and sensitive resources on those lands that would go to private ownerships. So, again, the process here is two-fold. One is NEPA compliance; the other is to comply with the applicable federal laws with respect to the disposal of acquired federal real property.

**PROGRAMMATIC AGREEMENT**  
**between the**  
**IDAHO DEPARTMENT OF PARKS AND RECREATION**  
**and the**  
**IDAHO STATE HISTORIC PRESERVATION OFFICE**  
**of the**  
**IDAHO STATE HISTORICAL SOCIETY**

**WHEREAS**, the Idaho Department of Parks and Recreation (IDPR) plans for, operates, manages, and administers the Idaho State Park System, and is responsible for preserving, maintaining, and interpreting the cultural resources of the System for the enjoyment of future generations; and

**WHEREAS**, IDPR administers programs that provide funds and assistance for managing natural and cultural resources; and

**WHEREAS**, the IDPR has placed more resources and delegations of authorities with park managers;

**NOW, THEREFORE**, the IDPR and the State Historic Preservation Office (SHPO), a division of the Idaho State Historical Society (ISHS), agree that structures and sites possessing historic significance are historic properties of Idaho; that the preservation of such resources owned by the state is in the interest of the citizens of Idaho; and that the planning and activities of state agencies should include the preservation of such resources. It is the intent to provide that such resources be preserved to the extent possible for the education and enjoyment of the residents of this state, present and future.

#### **DEFINITIONS.**

For purposes of this rule:

- 1) “Cultural resources” are physical remains, objects, historical records, and traditional lifeways that connect us to our nation’s past.
- 2) A “historic property” is any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places.
- 4) The “National Register” is the National Register of Historic Places maintained by the U.S. Secretary of the Interior. The National Register is the official list of the Nation’s historic and archaeological sites, objects, buildings and structures worthy of preserving.
- 5) “National Register criteria” are the criteria established by the Secretary of the Interior for use in evaluating the eligibility of properties for the National Register (36 CFR Part 60).
- 6) An “undertaking” is any project, activity, or program that has the potential to cause effects on historic properties, if any such properties exist.
- 7) An “area of potential effects” is the geographic area or areas within which an undertaking may cause effects on historic properties.
- 8) The “State Historic Preservation Officer” (SHPO) is defined by statute as the official appointed or designated to administer the state historic preservation program and to employ or appoint professionally qualified staff to carry out the program. For purposes of this agreement, the term SHPO is also used to refer to the State Historic Preservation Office.
- 9) The “Idaho Historic Sites Review Board” means the board appointed by the State Historic Preservation Officer which has the authority to review National Register nominations and appeals to nominations and to provide general advice and guidance to the State Historic Preservation Officer.

#### **AGENCY RESPONSIBILITIES.**

- 1) Before approving any undertaking on or in state owned and managed properties, IDPR shall:
  - a) take into account the effect of the undertaking on any landscape, district, site, building, structure, feature, or object that is included in or eligible for inclusion in the National Register of Historic Places; and
  - b) allow the SHPO a reasonable opportunity to comment on the undertaking.

- 2) The SHPO may recommend ways to maximize the amount of historic, scientific, archaeological, anthropological, and educational information recovered and its appropriate scientific reporting.
- 3) IDPR shall maintain records, maps, or other records identifying the location of archaeological sites in a separate and confidential file. Such records are exempt from disclosure under Section 9-340E of the Idaho Code (Idaho Public Records Law).

#### **AUTHORIZATION OF CULTURAL RESOURCE WORK.**

No person shall destroy or harm archaeological or historic sites on state lands, nor enter a site located on state lands for the purpose of recovering specimens, nor excavate archaeological resources without first obtaining a permit from the SHPO (Idaho Code, Chapter 41).

#### **DETERMINATION OF AN UNDERTAKING.**

IDPR shall determine whether a proposed state land use constitutes an undertaking. IDPR, in consultation with the SHPO, may categorically exclude some state land uses as not being undertakings.

#### **IDENTIFYING HISTORIC PROPERTIES.**

- 1) IDPR shall make a good faith effort to identify historic properties that may be affected by an undertaking. IDPR shall utilize the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation (48 FR 44716), incorporated by reference, in making this effort.
- 2) Subsequent to IDPR's determination that a proposed land use is an undertaking, IDPR shall consult with the SHPO and may seek information from interested parties, local governments, local historical societies, Indian tribes, state or federal agencies, or other parties likely to have knowledge or concerns about cultural resources in the area.

#### **EVALUATING SIGNIFICANCE.**

- 1) IDPR shall make a determination of the eligibility for the National Register of Historic Places for any district, site, structure, building, or object identified within the undertaking's area of potential effect.
  - a) IDPR shall apply the criteria established by the National Register of Historic Places (36CFR60) to determine the historical significance of any potential historic properties that may be affected by the undertaking.
  - b) The passage of time or changing perceptions of significance may justify reevaluation of cultural resources that were previously determined to be eligible or ineligible.
- 2) IDPR shall consult the SHPO regarding IDPR's determination of eligibility. If the SHPO does not provide an opinion within 30 days, a presumption of agreement exists with IDPR's determination of eligibility.
- 3) If IDPR and the SHPO cannot agree about the eligibility of any district, site, building, structure, or object, then relevant documentation for the entity in question will be referred to the Idaho Historic Sites Review Board for a determination of eligibility.
- 4) If IDPR and the SHPO agree that the criteria for eligibility are met, then IDPR will assess the effect of the undertaking on the historic property.

- 5) If the Idaho Historic Sites Review Board determines that a disputed entity is eligible, IDPR will assess the effect of the undertaking on the historic property.
- 6) If historic properties are not present within the undertaking's area of potential effects, then IDPR shall make a finding of No Historic Properties. If the SHPO agrees with this finding, then IDPR is required to take no further action. Subsequently, this finding will be referenced in writing when approving the proposed state land use.

#### **ASSESSING EFFECTS.**

- 1) IDPR shall assess the effect of a proposed state land use on historic properties by applying the criteria of effect. IDPR shall consider the opinions, if any, of interested persons, in assessing the effect on historic properties. Based on this assessment, IDPR shall make a finding of effect.
  - a) Criteria of effect: An undertaking has an effect on a historic property when the undertaking may alter, directly or indirectly, the characteristics of a historic property that qualify it for inclusion in the National Register of Historic Places or diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Examples of effects include physical destruction, of or damage to, all or part of the property; removal of the property from its historic location; introduction of visual, atmospheric, or audible elements that are out of character with the property or alter its setting; and neglect of a property resulting in its deterioration or destruction; transfer, sale, lease of the property to a non-state or non-federal party.
- 2) IDPR shall consult the SHPO regarding the finding of effect. If the SHPO does not provide comments to IDPR within 30 days, a presumption of agreement exists.
- 3) If SHPO finds that the criteria of effect are not met for any historic properties within the area of potential effects, then IDPR shall make a finding of No Effect. If the SHPO agrees with this finding, then IDPR is required to take no further action. Subsequently, this finding shall be referenced in writing when approving the proposed state land use.
- 4) If IDPR finds that the criteria of effect are met for any historic property within the area of potential effects, then IDPR shall make a finding of Adverse Effect.
  - a) If the SHPO agrees with this finding, then IDPR shall consult with the SHPO to seek ways to avoid or reduce the adverse effect. This consultation shall result in a mitigation plan specifying the actions to be taken to reduce the adverse effect.
  - b) IDPR shall prepare a mitigation plan and submit it to the SHPO for approval.
  - c) IDPR shall assure that all mitigation plans are implemented.

#### **PLANNING FOR DISCOVERIES.**

- 1) IDPR shall require as part of every permit, lease, or approval of land use a clause requiring work stoppage in the vicinity of a historic property, discovered during the implementation of the undertaking IDPR work shall not commence until the discovered property has been evaluated and treated to the satisfaction of IDPR, in consultation with the SHPO.

**EMERGENCY UNDERTAKINGS.**

IDPR may waive historic property considerations when responding to wildland fires, flood control, and other immediate threats to life and property or those emergencies declared by the governor.

**PROGRAMMATIC AGREEMENTS.**

IDPR may enter into other programmatic agreements with the SHPO or with other state or federal agencies and may cooperate with federal agencies in federal programmatic agreements where practicable and appropriate.

**RECORDS.**

- 1) IDPR shall submit to the SHPO two copies of all site forms, survey reports, and mitigation reports prepared by IDPR.
- 2) All records and data obtained through either surveys or mitigation work shall be classified in a manner consistent with applicable laws to prevent disclosure of site location information.

**OWNERSHIP AND MANAGEMENT OF SPECIMENS.**

- 1) Specimens recovered from state lands shall be owned by the state and managed pursuant to state law.

**AMENDMENTS.**

This agreement may request that it be amended, whereupon, the parties will consult to consider the amendment.

**TERMINATION.**


This agreement may be terminated by providing sixty (60) days written notice to the other party, provided that the parties will consult during the period prior to termination to seek agreement on amendments or other actions that would avoid termination.

**EXECUTION AND IMPLEMENTATION.**

Implementation of this Programmatic Agreement satisfies IDPR's responsibilities under the terms of the agreement. This agreement becomes effective on the date of the last signature below.

  
\_\_\_\_\_  
Richard J. Collignon  
Director  
Idaho Department of Parks and Recreation

  
\_\_\_\_\_  
Date

  
\_\_\_\_\_  
Steve Guerber  
Executive Director  
Idaho State Historical Society

  
\_\_\_\_\_  
Date



# Castle Rocks Planning Process

## Overview and Target Schedule

Purpose: The production of a plan and required compliance document to begin the process of transferring the Castle Rocks site from federal ownership to the Idaho Department of Parks and Recreation (IDPR) for the purpose of establishing Castle Rocks State Park. An approved plan and Environmental Assessment is needed to enable the disposal of federal lands at the Castle Rocks site to the State of Idaho for the purpose of establishing Castle Rocks State Park. Completion of this action will in turn enable the land exchange for a state section of land at Hagerman Fossil Beds National Monument to be transferred by IDPR to the National Park Service (NPS). This plan and environmental assessment will be a jointly prepared document by IDPR and NPS, and it is intended to not only facilitate the land exchange, but to also provide the basic planning and conceptual foundation for IDPR to conduct more detailed planning for the new Castle Rocks State Park in the future.

### Key Steps:

<u>Action</u>	<u>Responsible Office</u>	<u>Target Date</u>
Brief Cassia County Commissioners and Brief Idaho State Representatives/Senators	CIRO Staff	February 2001
Brief BLM and USFS at AJMA meeting	CIRO Staff	February 2001
Almo Public Information Meeting	CIRO Staff	March 2001
Contact SHPO/ACHP	NPS Staff – Seattle	March 2001
Section 7 Consult – USFWS	NPS Staff – Seattle	March 2001
IDPR finalize scope of work on plan	Boise Staff	April 2001
Survey of Cultural Resources	NPS Staff – Seattle	April 2001
Assessment Shoshone-Bannock	NPS Staff – Seattle	April 2001
Planning workshop on-site with key partners (IDPR/ NPS/USFS/BLM/County)	CIRO/Boise Staff/ NPS	May 22-24, 2001
Develop programmatic agreement between SHPO, ACHP, NPS, IDPR	NPS Staff – Seattle	June 2001
Develop Draft Plan	Boise Staff	Summer 2001
Develop Draft EA	NPS Staff	Summer 2001
Internal review of Draft Plan/EA	IDPR/NPS/Partners	Fall 2001
Revise Draft plan as needed	Boise Staff	Fall 2001
Revise Draft EA as needed	NPS Staff	Fall 2001
Public review of Draft plan/EA	CIRO Staff	Fall 2001
Finalize Plan	Boise Staff	Winter 2001-2002
Review of Final Plan	IDPR/NPS/Partners	Winter 2001-2002
Sign FONSI/Implementation	IDPR?NPS	Winter 2001-2002
Finalize land exchanges	NPS Staff	February 2002
Disposal of federal property to State of Idaho and complete land exchange between IDPR and NPS for state property at Hagerman Fossil Beds National Monument.	NPS and IDPR	March 2002

# Castle Rocks Planning Team

## Planning Parameters

### **Background**

It is the intention of the Idaho Department of Parks and Recreation to honor the various agreements and commitments made to public officials and members of the local community during meetings and public processes that preceded this planning effort.

These commitments are to be considered as “givens” or “planning parameters” to be utilized during the Castle Rocks Planning Charrette, and during the development of the final land use plan for the Castle Rocks site. These commitments are identified below:

### **IDPR has made prior commitments that:**

- There will be a single access to the Castle Rocks site, and it will be via Big Cove Road.
- Overnight use will be available, though not a major service, at Castle Rocks. RV camping will be provided at the RV campground currently planned and budgeted for in the City of Rocks National Reserve.
- A group picnicking site will be provided, with a possible non-obtrusive shelter.
- The development of roads and parking areas on the site will be limited to minimize visual and noise impacts to the surrounding area.
- Castle Rocks will have low density, low-impact uses to ensure that the park reflects open space values.
- The bulk of the irrigated and cultivated land will remain in private ownership.
- Managed grazing will continue to be allowed on non-sensitive areas of Castle Rocks.
- During the exchange process, encumbrances will not be attached to either the Hagerman or the Castle Rocks properties.
- Administrative facility development at Castle Rocks will be kept to a minimum by utilizing portions of the existing ranch buildings for this purpose.
- Castle Rocks lands identified for exchange with existing property owners within the City of Rocks National Reserve (CIRO) will contain development restrictions in their deeds limiting future development to equal that of the City of Rocks National Reserve (one house per ownership).
- Hunting will be managed at Castle Rocks in a similar manner to the way it is managed at City of Rocks National Reserve.
- Although managed by CIRO staff from its Almo headquarters site, Castle Rocks will be identified and operated as an independent unit of the Idaho state park system.
- Future master planning and site planning efforts will be in accordance with the *Cassia County Design Guidelines for the City of Rocks and Related Areas* prepared for the Cassia County Board of County Commissioners.

# Castle Rocks Planning Charrette Methodology

**Charrette:** A brief, intense, small-group effort focused on producing an effective solution to a specific challenge.

As outlined on the following agenda, the Castle Rocks Planning Charrette began on the morning of May 22<sup>nd</sup> at the residence on the Castle Rocks site with a group introductory meeting. During this round-robin session each of the team members identified themselves, and informed the group of any background knowledge they had about the site, or of their participation in the site acquisition process to date.

Following this session, the planning team was divided into four sub-teams: the Cultural/Historical Team, Recreation Planning Team, Real Estate Team, and Resource Planning Team. A list of charrette participants and their sub-team assignments is also attached. Contact information for these team members is contained in the Appendix.

A member of the City of Rocks staff was assigned to each team to assure that each team had a member that was familiar with the site and local history, issues and concerns. Each team was provided a “planning kit” to assist them with their information gathering in the field. Presentation supplies were also provided for team use, including flip charts, easels, markers, overhead projector, laptop computer and projector, and digital cameras. After being oriented and outfitted, the teams spent the rest of the day conducting field analysis pertinent to their sub-team topic within the Castle Rocks site.

The morning of May 23<sup>rd</sup> was dedicated primarily to the preparation of team presentations that were scheduled for that afternoon. This activity, and the rest of the charrette was conducted at the Marsh Creek Convention Center in Albion. Each sub-team was asked to present their findings on site significance, and to make recommendations regarding issues, constraints and opportunities presented by the site. Each team was also requested to familiarize themselves with the *IDPR Park Classification and Resource Area Designation System*, and to recommend which park classification their team believed most appropriate for Castle Rocks. Each sub-team made a presentation of their findings and recommendations to the entire group. The sub-team presentation outlines are contained in the Appendix.



The morning of May 24<sup>th</sup> was a facilitated group session devoted to reaching consensus on the park classification, and upon developing a vision statement for the park. The planning charrette concluded with a segment entitled “*Where do we go from here?*” At that time it was determined that Dave Okerlund, IDPR Comprehensive Planning Supervisor and charrette facilitator, would synthesize the process and product. He committed to preparing a draft report documenting the process and product, for distribution and review by all participants by the end of August 2001.

**AGENDA**  
**Castle Rocks Planning Charrette**  
**May 22-24, 2001**

**Tuesday, May 22 - General Orientation & Team Site work**  
(On-site, Castle Rocks residence)

8:00-8:30 a.m.	Introductions & process orientation session
8:30-9:00 a.m.	General orientation session – City of Rocks and Castle Rocks
9:00-9:30 a.m.	Team identification, outfitting and assignments
9:30 a.m.-Noon	Team on-site familiarization
12:00-1:00 p.m.	<i>Catered “brown-bag” lunch at the Castle Rocks residence (Hamburgers or ham &amp; cheese sandwich)</i>
1:00-4:30 p.m.	Team on-site analysis and discussion
6:00 p.m.	<i>Catered steak dinner at the Outpost Restaurant (Almo)</i>

**Wednesday May 23 - Final Team Analysis & Team Presentations**  
(Marsh Creek Convention Center, Albion)

<i>Breakfast</i>	<i>Breakfast on your own</i>
8:00-8:30 a.m.	Group session (introduction to IDPR state park classification system)
8:30-10:15 a.m.	Continue team on-site analysis and begin preparation of team presentations
10:15-10:30 a.m.	<i>Break- refreshments provided</i>
10:30 a.m.-Noon	Finalize team on-site analysis and continue preparation of team presentations
12:00-1:00 p.m.	<i>Catered lunch @ MCCC (Hot sandwiches, salad and drink)</i>
1:00-2:30 p.m.	Finalize team presentations
2:30-2:45 p.m.	Break
2:45-3:15 p.m.	Red Team (historical/cultural) presentation (30 min.)
3:15-3:45 p.m.	Blue Team (recreation) presentation (30 min.)
3:45-4:00 p.m.	<i>Break- refreshments provided</i>
4:00-4:30 p.m.	Green Team (real estate) presentation (30 min.)
4:30-5:00 p.m.	Orange Team (resource) presentation (30 min.)
<i>Dinner</i>	<i>Dinner on your own</i>

**Thursday, May 24 - “Bringing it All Together”**  
(Marsh Creek Convention Center, Albion)

<i>Breakfast</i>	<i>Breakfast on your own</i>
8:00-9:30 a.m.	Facilitated group session (determine appropriate park classification)
9:30-10:00 a.m.	<i>Break- refreshments provided</i>
10:00-11:45 a.m.	Facilitated group session (develop park vision statement)
11:45-Noon	Exercise wrap-up & adjournment (Where do we go from here?)

# Castle Rocks Planning Charrette

## May 22-24, 2001

### Attendees & Sub-Team Assignments:

#### **Historical/Cultural Sub-Team Members:**

Connie Vaughn, Idaho Department of Parks and Recreation  
Kirstie Haertel, National Park Service  
Neil King, National Park Service  
Juanita Jones, City of Rocks National Reserve

#### **Recreation Sub-Team Members:**

Keith Dunbar, National Park Service  
Jim Thomas, Idaho Department of Parks and Recreation  
Zeke Zimmerman, U.S. Forest Service  
Brad Shilling, City of Rocks National Reserve

#### **Real Estate Sub-Team Members:**

Rick Collignon, Idaho Department of Parks and Recreation (In attendance May 22 a.m. only)  
Merl Mews, Idaho Department of Parks and Recreation  
Rick Wagner, National Park Service  
Venna Ward, City of Rocks National Reserve

#### **Resource Sub-Team Members:**

Mike O'Farrell, U.S. Forest Service  
Karen Shilling, Bureau of Land Management  
Cheryl Teague, National Park Service  
Ned Jackson, City of Rocks National Reserve

#### **Process Facilitator:**

Dave Okerlund, Idaho Department of Parks and Recreation



# **Castle Rocks Planning Charrette**

## **Sub-Team Recommendations**

### **Introduction**

The following recommendations represent a compilation and synthesis of information each sub-team presented to the combined Castle Rocks Planning Team on the final day of the charrette. The outlines utilized by the sub-teams to make their presentations are included in the Appendix. It is the intent of the Idaho Department of Parks and Recreation to utilize these recommendations (and the previously identified management parameters) in formulating future land use plans for the site. These recommendations will also be utilized in the development of a management strategy for the future development, operation and utilization of Castle Rocks site once the property has been acquired by IDPR and becomes a state park.

### **Historical/Cultural Sub-Team Recommendations:**

- The sub-team recommended that the park be classified as a natural park. Their “vision” for the area was that “Castle Rocks would be recognized and managed as a special place, where time stands still, and the user is a respectful guest.”
- The sub-team further stated that future management should ensure that the “existing pristine cultural, natural resources are maintained in the present condition, and that recreational use is compatible with the overall goal to preserve these unique qualities as a vibrant remnant of the Great Basin.”
- The archaeological team needs to return and finish recording the historic ranch complex, including a historic records search and an inspection by an architectural historian of the remaining buildings, corrals, roads, irrigation canals and head gates.
- The archaeological survey of Castle Rock needs to be completed.
- The existing National Historic Landmark (NHL) boundary should be expanded to include all of the sites identified in the 2001 Castle Rock Ranch Survey (2001).
- The overall interpretive theme for the NHL should be “Overland Migrations,” including California Trail/Salt Lake Alternate, Northern Shoshoni Indian history, and emigrant road (1842 California trail and 1846 Jesse Applegate route) topics.
- Consider the establishment of a National Register “archaeological district” comprising of both the Castle Rocks property and the high, rocky BLM ground to the north.
- Trails and climbing routes should be “designated” and located to minimize the potential for disturbance of identified archaeological sites. In particularly sensitive

areas, provide controlled access, or provide “permit only” use. A resource baseline data system should be established and a monitoring system should be implemented to document visitor use on the resource.

- The floors of the most important rock shelters should be “capped” with decomposed rock screenings as a method of protection.
- Perform limited testing at the Stines Creek site to determine if the site is eligible for the National Register of Historic Places.
- As part of the transfer of the property to IDPR, include a provision where any ground disturbance or any non-historic use is subject to historic compliance consultation with the State SHPO similar to the NPS Sec. 106 compliance procedure.



*Stines Creek channel artifacts.*

### **Recreation Sub-Team Recommendations:**

- The Recreation sub-team also recommended that the park be classified as a natural park. Their vision for the area was that Castle Rocks would be recognized a day use park with both active and passive recreation uses in a unique natural geologic setting.
- Designate the existing ranch house a ‘Service Support’ area and have the house itself serve as an information station.
- Trailhead parking should be sited near the ranch house and a toilet facility provided.
- A picnic area should be provided in the orchard area.
- The extent of public motorized access to the park should be limited to the ranch house area and a horse corral and horse trailer parking should be provided in this area.
- Stage horse use from the trailhead near the horse corral. An alternate staging area could be from the snake pit at CIRO. Recommend certified weed-free grazing permit for USFS backcountry or pack-in pellets.
- Protect the roadway entry corridor visual landscape through the use of scenic easements.
- Provide three types of trails. A multi-use loop trail (hiking, equestrian, mountain bike) starting and ending near the ranch house. A level-1 hiking trail with a gradual

grade, following some riparian areas along southern and western edges of rock formations. This trail would have links into the multiple-use trail. A level-2 hiking trail for more experienced/capable hikers providing the non-climbing public with closer access to the rocks. There would be spur trails for climbing access to rock features, routed away from sensitive cultural/natural features.

- Hunting should be managed in a similar fashion to City of Rocks National Reserve. Provide zone closures for safety and visitor experience around Castle Rock and Comp Wall.
- Acquire 120 acres on Erickson property and a 10-acre tract on Sheridan land via purchase or exchange from willing sellers for rock formations associated with Castle Rocks.
- Provide access to key rock features for recreational climbing use. Develop a climbing management plan to address climbing safety and regulations. Manage significant archaeological/natural resource sites to minimize recreational impacts.
- Implement seasonal climbing closures for nesting raptors.
- Provide two small toilets in proximity to Castle Rock and Comp Wall to address these areas of higher recreation use.
- Provide a self-guided nature trail experience on Level-1 and/or Level 2 hiking trails.
- Do not duplicate administrative facilities at Castle Rocks; operate from CIRO office at Almo.
- File R&PP lease on one 320-acre and one 80-acre tract of BLM land, primarily to facilitate consistent recreational climbing management in the area.
- Initiate a Cooperative Agreement between IDPR, Sawtooth National Forest, BLM and Cassia County for backcountry use, camping, grazing permittees, resource management, etc.



### **Real Estate Sub-Team Land Acquisition/Disposal Alternatives:**

The Real Estate sub-team prepared four alternative land acquisition/disposal alternatives (plans A, B, C & D) that are identified in some detail in their presentation outline in the Appendix.

- Upon the conclusion of their presentation to the combined team, the Castle Rocks Planning Team as a whole agreed that “Plan D” as formulated by the Real Estate sub-team was the preferred alternative. “Plan D” recommended two proposed exchange parcels; one 120-acre parcel north of the road and one 160-acre parcel south of the road. This alternative also identified one 160-acre parcel south of the ranch. The benefits of “Plan D” were that it protects the view shed along the Reserve entrance, provides exchange options for more private landowners, and squares up the boundaries in Castle Rocks. In addition to being acceptable to the community, this alternative will also secure ownership of the California Trail, gain another water source at CIRO, and add a grazing management operation at CIRO. The drawbacks of this alternative are that it is complicated to complete, and that it will pose a greater challenge to balance property values.

### **Other Real Estate Sub-Team Recommendations:**

- Ensure proper distribution of water rights.
- Research mineral rights for Castle Rocks and Hagerman.
- Continue to allow grazing, guided by a grazing management plan, with permittees determined via a State of Idaho bid process.

### **(Natural) Resource Sub-Team Recommendations:**

- A visual analysis needs to be conducted.
- Protection of scenic quality is dependent upon management of adjacent public and private lands.
- Area is a potential National Natural Landmark—this would ensure protection of these nationally significant rock formations.
- The surrounding arid environment makes the limited water resources on the park more important. Management of stream courses will be important.
- The rock formations need to be inventoried for “climb-ability.”
- Surveys need to be conducted in Castle Rocks, as it contains potential habitat for threatened and endangered species—Yellowstone cutthroat trout, Bald Eagle, lynx and *Spiranthes*, in



*Stines Creek manipulated channel.*

addition to Idaho species of special concern—Townsend big-eared bat, ferruginous hawk and cliff chipmunk.

- The site holds the potential for natural, or formal reintroduction of big horn sheep.
- To protect air quality, dust abatement measures are needed on park access roads.
- Develop site carefully, on areas of low slope; soils are mainly granitic and highly erosive. We need the Cassia County soil survey.
- A plant survey needs to be conducted, including rare and sensitive plant species. Protection of these species may require climbing route realignment on rock formations where climbing occurs.
- A raptor survey is necessary. Seasonal closing for nesting raptors would be appropriate. (Note: A raptor survey was conducted in May 2002 with no nests located. Possible Red-tail hawk activity was noted at Comp Wall. Surveys will continue each year as qualified volunteers enlist.)

## **The Idaho Statewide Park Classification System**

### **Introduction**

The Idaho Department of Parks and Recreation is charged with the dual mission of protecting and preserving the resources of the state park system and of providing recreation opportunities and facilities for public use. These resources present diverse and high quality recreational, social, interpretive, conservancy and educational opportunities.

A well-balanced park system requires the utilization of a broad range of resources in varying combinations; from intensively-used developed sites providing diverse recreation opportunities for large groups of people, to primitive areas providing natural enjoyment for limited numbers.

### **Purpose**

The classification of park lands is an important first step in focusing the planning, development and management efforts vital to balancing public recreation opportunities and resource integrity statewide. Through park classification, the dominant character and principal values of an area are defined, and use and management policies are established. A classification system allows the programming, orderly development, and use of these lands based upon these management policies. Standardization of the classification system assures uniform implementation of these policies on a statewide basis. This will result in consistent management of our natural, recreational and heritage resources.

### **Classifications for Idaho State Park Lands**

On August 4, 1999, the Idaho Park and recreation Board approved the *State Park Classification and Resource Area Designation System*. The statewide park classification system establishes four categories of state parks in Idaho. They are: Natural Park, Recreation Park, Heritage Park and

Recreation Trailway. Each classification has a distinct purpose, unique criteria, appropriate development intensity, specific management principles and compatible uses. In determining the classification of a park, consideration must be given to any national, state, or regional designation that may already exist in regard to the park.

### **Desired Visitor Experiences**

It is the goal of the Idaho State Park system to provide its visitors with a wide variety of experiences. These include the opportunity for:

- Solitude
- A leisure atmosphere
- Observation/study of natural features and processes
- Outdoor experiences in a natural surrounding
- A friendly and safe environment
- Cultural and historical experiences
- Pleasant and positive social interaction
- Athletic challenge

All development, management and programming should promote and enhance the visitor's opportunity to have these experiences. Programs or facilities which conflict with the visitor's ability to have these experiences, or do not in some way contribute to these experiences, should be carefully evaluated as to their appropriateness in the park setting. It is desirable for visitors to carry a part of the experience away with them and to return home with good memories.

Each state park classification offers multiple recreation experiences; however, no single park is operated with the intent of providing opportunities for all experiences. By definition alone, some experiences conflict with the intent of specific park classifications.

### **Proposed Classification of Castle Rocks State Park**

On the final day of the charrette, the planning team was tasked with determining the appropriate park classification for Castle Rocks. Utilizing the criteria outlined in the *IDPR State Park Classification and Resource Area Designation System*, and based upon their knowledge of the site resources and values, all four sub-teams unanimously determined that Castle Rocks should be classified as a NATURAL PARK. The classification system identifies the purpose of establishment, resource and site qualifications, and management principles of a natural park as follows:

#### **Purpose of Establishment**

*Natural Parks* are established to maintain the ecological integrity of areas of Idaho possessing exceptional resource values that illustrate Idaho's natural history. *Natural Parks* provide for the use and enjoyment of these resources in a manner that will enhance the understanding, appreciation and



stewardship of these resources for the enjoyment of present and future generations.

### **Desired Visitor Experiences**

Visitors to *Natural Parks* will be offered the opportunity to find solitude, a leisure atmosphere, observation/study of natural features, positive experiences in natural surroundings, and a friendly and safe environment. This includes the development of personal outdoor ethics, development of knowledge of natural processes, and opportunities for directed and/or independent study.

### **Resource and Site Qualifications**

A *Natural Park* must contain natural resources of statewide significance. Statewide significance means that the unit contains unique, natural values of sufficient extent and importance to meaningfully contribute to the broad illustration of the state's natural history. These include natural (botanical, zoological, and geological) and scenic qualities, which are both beautiful and representative of the state.

A *Natural Park* should be sufficiently comprehensive to allow effective management of a community of indigenous flora and fauna. A *Natural Park* should also provide a variety of opportunities for public enjoyment in a natural setting with minimum negative effect to the resource.

A park may contain resource values other than those for which the park received its overall classification. These secondary resources should be of a lesser magnitude than the resources for which the park received its overall classification. The use and protection of these secondary resources will be addressed by subsequent resource area designations. The existence of these secondary resources should not unduly affect the determination of the overall park classification.

*Natural Parks* should be established where significant and unique aspects of the state's natural resources exist.

### **Management Principles**

Resource Management - Management will be directed at maintaining the ecological integrity and interpreting the natural values of the unit. Management will seek to maintain balance in the ecological community and reestablish missing elements of that community, such as indigenous plant and animal life to the extent practical.

Compatible Uses - Visitor use includes both interpretation and outdoor recreation in a natural setting. In addition to being an outdoor classroom, a *Natural Park* is a place for participating in those outdoor recreational activities which can be accommodated without detriment to the natural character and features of the park and do not detract in any way from the natural scene. In the broad sense, park use falls predominantly in the aesthetic portion of the recreational spectrum. *Natural Parks* are not intended to accommodate all forms or unlimited volumes of recreation use. Compatible uses could include hiking, interpretive programming, nature study, individual camping, group camping, picnicking, bicycling, cross-country skiing, snowshoeing, equestrian use, boating, swimming and other recreational pursuits which do not significantly degrade from the natural process or aesthetic qualities of the area.

Physical Developments - Facilities required for the health, safety, and protection of users, as well as those consistent with compatible uses shall be provided. Location, scale and design of all facilities shall be complementary to the environment and to the values being preserved. Facilities should support customer services, enhance the visitor's experience and provide for staff operational needs. Typical development might include: group campgrounds, individual campsites, lodges, marina facilities, boat launches, swimming beaches, visitor/interpretive centers, program areas, trails, trailhead facilities, staff housing areas, maintenance yards, and other similar facilities.

## Developing The Vision

The final task of the team was to develop a vision statement for Castle Rocks. To facilitate this, each team member was asked to individually list words or phrases that captured their personal perceptions of the significance, qualities and appropriate uses of the area. Then, using a round-robin format, these words and phrases were captured on flip chart pages, which were posted for all to see. Over 50 "descriptors" were collected, which formed the pool of thoughts and ideas from which the vision statement would be developed.

Discovery  
Awesome rocks  
Scenically beautiful  
Magnificent vistas  
Strategic sanctuary  
Geologic laboratory  
Substitute opportunities for climbing  
Local heritage  
Potential  
Significant cultural, natural & historic landscape  
Small & manageable  
Beautiful climbing area  
Natural quiet  
Transitions  
Untouched-unique  
Opportunity for "up-front" plan  
Unique visitor experience  
Low-impact uses  
Pristine archaeological sites  
Tranquility/serenity/solitude  
Lost in time  
Refreshing beauty  
Night-sky  
Fragile  
Protect values  
Unique plant & animal habitat  
Exceptional cultural resources



Untrammeled  
 Pinyon Pine-Juniper forest ecosystem  
 Obligation  
 Proximity to large population bases  
 Wildflowers  
 360-degree panoramas  
 Experience in harmony with nature  
 “Lay lightly” on the land  
 Pristine  
 International exposure  
 Carrying capacity  
 Rugged topography  
 Walk-in day use  
 Raptors & songbirds  
 Postcard quality  
 Trail opportunities  
 Stewardship- “sense of pride”  
 Pioneer landmark  
 Diverse non-motorized recreation opportunities  
 Rare opportunity “to do one right”  
 Inspiring  
 Partnership  
 Water & riparian areas  
 Mysterious  
 Wild



The Recreation sub-team had formulated a “General Philosophy/Vision” for the area that they had included in their group presentation. The Planning Team as a whole elected to utilize this statement as a jumping-off point for the creation of the proposed mission statement for Castle Rocks. It read as follows: “Castle Rocks is a day-use park with both active and passive recreation uses in a protected natural geologic setting.”

This statement was posted in front of the group, and over the course of the next two hours every descriptor on the list was discussed and evaluated for inclusion in the final vision statement. Numerous rewrites were performed before the following vision emerged, to the satisfaction of all participants:

### **Castle Rocks Vision Statement**

*“Castle Rocks is an inspiring park with diverse opportunities for discovery and solitude in a protected geologic setting, where the natural beauty and heritage of the area enrich the visitor experience.*

*The unique cultural, natural and scenic resources are maintained as a living landscape to enhance resource values. Recreational uses are compatible with preserving these fragile qualities as a vibrant remnant of the Great Basin.*

*Innovative partnerships among governments, communities and users enable a stewardship of park resources that will ensure public enjoyment for future generations.*

*Castle Rocks will be recognized as a special place where time stands still and the user is a respectful guest”*

## **Castle Rocks—Chronology of Events**

<b>November 1, 2000</b>	Congress passes Public Law 106-421, authorizing NPS to acquire Castle Rocks
<b>March 1, 2001</b>	Public Open House conducted in Almo
<b>March 15, 2001</b>	NPS purchases Castle Rocks property from The Conservation Fund and the Access Fund
<b>May 22-24, 2001</b>	Castle Rocks Planning Charrette at Castle Rocks
<b>August 27, 2001</b>	NPS/IDPR employ Mike Wissenbach as a Natural Resource Specialist to prepare the disposal Environmental Assessment
<b>August 29, 2001</b>	Draft Castle Rocks Planning Charrette document available; orientation tour at Castle Rocks for Mike Wissenbach
<b>April 30, 2002</b>	Idaho Park and Recreation Board approves the programmatic agreement between the Idaho Department of Parks and Recreation and the Idaho State Historic Preservation Office that addresses the preservation of state park structures and sites possessing historic significance.

## **Definitions of Acronyms**

ACHP – Advisory Council on Historic Preservation

AJMA – Albion Joint Management Association

BLM – Bureau of Land Management

CIRO – City of Rocks

EA – Environmental Assessment

FONSI – Finding of No Significant Impact

IDPR – Idaho Department of Parks and Recreation

NHL – National Historic Landmark

NMFS – National Marine Fisheries Service

NNL – National Natural Landmark

NPS – National Park Service

T & E – Threatened and Endangered

USFS – U.S. Forest Service

USFWS – U.S. Fish & Wildlife Service

WASO – Washington Support Office

## **APPENDIX**

- Public Law 106-421
- Sub-Team Presentation Outlines
- Biographical Sketches of Team Members
- Team Member Contact Information

Public Law 106-421  
106th Congress

An Act

Nov. 1, 2000  
[S. 1706]

To direct the Secretary of the Interior to enter into land exchanges to acquire from the private owner and to convey to the State of Idaho approximately 1,240 acres of land near the City of Rocks National Reserve, Idaho, and for other purposes.

Castle Rock  
Ranch  
Acquisition Act of  
2000.  
16 USC 431 note.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

**SECTION 1. SHORT TITLE.**

This Act may be cited as the "Castle Rock Ranch Acquisition Act of 2000".

**SEC. 2. DEFINITIONS.**

In this Act:

(1) **MONUMENT.**—The term "Monument" means the Hagerman Fossil Beds National Monument, Idaho, depicted on the National Park Service map numbered 300/80,000, C.O. No. 161, and dated January 7, 1998.

(2) **RANCH.**—The term "Ranch" means the land comprising approximately 1,240 acres situated outside the boundary of the Reserve, known as the "Castle Rock Ranch".

(3) **RESERVE.**—The term "Reserve" means the City of Rocks National Reserve, located near Almo, Idaho, depicted on the National Park Service map numbered 003/80,018, C.O. No. 169, and dated March 25, 1999.

(4) **SECRETARY.**—The term "Secretary" means the Secretary of the Interior.

**SEC. 3. ACQUISITION OF CASTLE ROCK RANCH.**

(a) **IN GENERAL.**—Subject to subsection (b), the Secretary shall acquire, by donation or by purchase with donated or appropriated funds, the Ranch.

(b) **CONSENT OF LANDOWNER.**—The Secretary shall acquire land under subsection (a) only with the consent of the owner of the land.

**SEC. 4. LAND EXCHANGE.**

(a) **IN GENERAL.**—

(1) **FEDERAL AND STATE EXCHANGE.**—Subject to subsection (b), on completion of the acquisition under section 3(a), the Secretary shall convey the Ranch to the State of Idaho in exchange for approximately 492.87 acres of land near Hagerman, Idaho, located within the boundary of the Monument.

(2) **STATE AND PRIVATE LANDOWNER EXCHANGE.**—On completion of the exchange under paragraph (1), the State

of Idaho may exchange portions of the Ranch for private land within the boundaries of the Reserve, with the consent of the owners of the private land.

(b) **CONDITION OF EXCHANGE.**—As a condition of the land exchange under subsection (a)(1), the State of Idaho shall administer all private land acquired within the Reserve through an exchange under this Act in accordance with title II of the Arizona-Idaho Conservation Act of 1988 (16 U.S.C. 460yy et seq.).

(c) **ADMINISTRATION.**—State land acquired by the United States in the land exchange under subsection (a)(1) shall be administered by the Secretary as part of the Monument.

(d) **NO EXPANSION OF RESERVE.**—Acquisition of the Ranch by a Federal or State agency shall not constitute any expansion of the Reserve.

(e) **NO EFFECT ON EASEMENTS.**—Nothing in this Act affects any easement in existence on the date of enactment of this Act.

Approved November 1, 2000.

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**LEGISLATIVE HISTORY—S. 1705:**

HOUSE REPORTS: No. 106-749 (Comm. on Resources).

SENATE REPORTS: No. 106-262 (Comm. on Energy and Natural Resources).

CONGRESSIONAL RECORD, Vol. 146 (2000):

Apr. 13, considered and passed Senate.

Oct. 17, considered and passed House.



## **CULTURAL/HISTORICAL TEAM**

### Identified Cultural Resources

#### National Historic Landmark (NHL)

##### THEME: Overland Migrations

- Designated District that includes:
  - California Trail/Salt Lake Alternate  
Geologic Landmark  
Emigrant Stopping Point with Register Rocks
  - Indian History  
Pocatello's Northern Shoshoni  
1862 Battles/Massacre (1868 moved to Fort Hall)
  - Emigrant Roads  
1842 regular California (CA) trail emigrants  
1846 Jesse Applegate's route
  - Archeology (general area)  
Very few investigations (only 1 in CIRO) prior to NHL nomination)

#### Castle Rock Ranch

- Nearly 30 prehistoric sites and isolates.
- One large historic site complex (needs in-depth documentation)

\*Unique Factor: Pristine Site Condition\*

### Issues for Cultural Resources

1. Lack of Information
  - Need for in-depth documentation
  - Sho-Ban involvement
2. Increased (public) use→increased impacts: monitoring
3. Landowner cooperation
4. Public Interest(s)
5. NHL boundary does not include all sites identified in Castle Rock Ranch Survey (2001).

**VISION:**

Castle Rocks would be recognized and managed as a special place where time stands still and the user is a respectful guest.

**DESIRED FUTURE CONDITION:**

In that the existing pristine cultural, natural, and aesthetic resources are maintained in the present condition and that recreational use is compatible with the overall goal to preserve these unique qualities as a vibrant remnant of the great basin.

**VISITOR EXPERIENCE:**

The visitor would be seeking an experience based on self-sufficiency and low impact user needs. They would take away a feeling of having visited a special place where natural processes and cultural resources are appreciated and understood.

**PARK CLASSIFICATION:**

Natural

**RESOURCE AREA DESIGNATION:**

- \* Historic Area —To be determined
  - Archeological district and historic sites
- \* Conservation Areas—To be determined
  - Irrigated ranch lands—Control development
- \* Recreational
  - Designated climbing
  - Trails (etc.)

**RECOMMENDATIONS TO ADDRESS ISSUES:**

- \* As per CFR36-17.3—Complete survey(s)
  - Eligibility determination for listing
- \* Findings of archeological survey of April 30 – May 5, 2001
  - Historic ranch/irrigated area
  - Prehistoric sites

**IDPR Strategic Plan**

- \* A6 – Protect significant heritage sites
- \* H6 – Educational opportunities

To: Superintendent, City of Rocks NHR  
Chief, Lands Division, PacWest  
Chief, Cultural Resources, PacWest

From: Lead Archaeologist, PacWest

Subject: Archaeological Survey of Castle Rock &  
Preliminary Recommendations to the Planning Team

From April 30 through May 5, 2001, a combined National Park Service (NPS) and Idaho State Historic Preservation Office (State) team conducted an archaeological survey of the 1400 acres of NPS land at Castle Rock, north of Almo, Idaho. The acreage is proposed to be transferred to the Idaho Department of Parks and Recreation (IDPR), as part of a multi-park land exchange, and includes a portion of the City of Rocks National Historic Landmark.

The State provided four persons to the survey, the NPS, 8 persons. Three members represented the NPS team from the Seattle office, five from various PacWest Region parks, and one from the Intermountain Region. The parks represented were Fort Vancouver, North Cascades, Lake Roosevelt, Nez Perce and Capital Reef. The survey was divided into two teams, one led by Principal Investigator Jason Lyon of Nez Perce NHP, and the other, by Kirstie Haertel of the Seattle office.

The survey was very successful. All of the land, save for the large "Lone" Rock (Castle Rock), was surveyed.

The attached draft management summary by Jason Lyon, mentions that over 30 prehistoric archaeological sites/isolated finds, were discovered. One large prehistoric occupation area was found alongside upper Stines Creek, and several rock shelter sites in pristine condition were found in the north portion of the acreage. Several of the rock shelter "floors" have stone projectile points and stone tools sitting untouched on the surface. Also found in the bank of lower Stines Creek was an intact prehistoric hearth that is in danger of being washed away in the next spring runoff.

The large historic ranching component east of the historic ranch house was also surveyed. Additional mapping and documentation is suggested there.

Pot hunters/relic collectors have disturbed none of these sites. This is very unusual as many of the archaeological sites in the nearby Reserve and other areas of southern Idaho have been disturbed or destroyed. One of the sites, a possible prehistoric hunting blind, was found just off NPS land on that of the Bureau of Land Management (BLM).

After brief discussions regarding the team's findings with Superintendent Ned Jackson on May 6, and Stephanie Toothman and Rick Wagner (NPS) on May 17, and Ms. Suzi Neitzel (State) on May 17, I propose the following for your consideration.

1. The historic ranch/irrigated area:
  - the NPS conduct a historic research and land use study on the ranching elements of the Castle Rock acreage.

- an intensive documentation and mapping of the ranching elements be conducted and combined with the historic land use study.

- covenants be imposed on all irrigated ranch lands whether they be offered to private owners or remain in IDPR possession. These would include covenants requiring the continuation of the historic land use, i.e. ranching/farming, and those limiting any development not conducive to the historic landscape.

## 2. Prehistoric Sites:

- finish the survey of “Lone” Rock as soon as possible.

- continue the survey in the northern BLM acreage beyond the NPS owned lands. The assessment of the NPS acreage strongly suggests many sites are to be found on BLM land. The proposals of rock climbing and horseback trails will introduce actions that may be very detrimental to these previously undisturbed and seldom visited sites.

- after the survey of the neighboring BLM lands, consider the establishment of a National Register “archaeological district” to include all of the northern acreage where rock shelters and other sites are found.

- in these sensitive areas, provide controlled access, or provide “permit-only” use.

- if possible, and with State involvement, cap the “floors” of the most important rock shelters with decomposed rock “screenings” which are found nearby.

- perform limited testing at the Stines Creek site to determine if it is eligible to the National Register of Historic Places.

- excavate the hearth in the Stines Creek drainage before the next spring flood washes it away.

- as part of the transfer of the property to the IDPR, include a provision where any ground disturbance or any non-historic introduced use be subject to historic compliance consultation with the State (SHPO) similar to the NPS “XXX”, Sec. 106 compliance procedure.

## Conclusion

As Mr. Lyon’s management summary mentions, the survey was conducted according to the State’s survey standards and in some instances, more stringent inspection was utilized. The combination State/NPS investigation was very successful, much like the combined team survey of the Lewis and Clark Glades Creek campground in 2001. The participation of park archaeologists also contributed greatly to the success of the survey and the fact that many of their superintendents offered their services at no cost helped keep the budget within a manageable level.

The contributions of the Lands Division staff and those of the superintendent and staff of City of Rocks NHR are very much appreciated.

The recommendations above reflect the consensus of discussions with all members of the survey team. The team was very impressed by the abundance of archaeological sites and by their unusual preservation. We would like to convey our strong feelings regarding the importance of both the prehistoric sites and the ranching complex to southern Idaho’s cultural history. As our agencies begin the important process of offering recreational opportunities to Idaho’s citizens,

we hope that a meaningful solution can be found to protect these important cultural sites.

The recommendations are given in a spirit of cooperation in hopes that they will provide guidance to the Planning Team as they consider the transfer of the Castle Rocks from NPS to IDPR control.

Jim Thomson

Attached:

- 1-draft "management summary"
- 2-color quad map with site/isolate location
- 3-b/w aerial of study area and BLM portion
- 4-color NHL boundary map
- 5-b/w area map
- 6/7-(two photos): survey crew & hunting blind

DRAFT

## **Castle Rock Addition Archaeological Survey Summary Report and Recommendations**

The City of Rocks National Reserve (Reserve) was designated a unit of the National Park Service (NPS) in 1988 and is comprised of over 14-thousand acres of public and private land located in south-central Idaho. The Reserve is cooperatively managed by the NPS and the Idaho Department of Parks and Recreation. In 2000, as part of a larger multi-agency federal/state land exchange, an additional 1,200 acres were acquired near the northeast boundary of the Reserve. While currently in Federal hands, some of this property will be transferred to Idaho State Parks for long-term management. While other portions of the acreage will be traded to private entities for additional lands within the Reserve.

On April 29 through May 5, 2001, a team of Archaeologists from the NPS and the Idaho State Historic Preservation Office (ISHPO) conducted an intensive archaeological inventory of the property. Utilizing ISHPO standards, nearly the entire project area was inventoried. The only lands within the project area unfinished are those immediately surrounding the Castle Rock area (commonly referred to as "Lone Rock") and the adjacent BLM lands. The inventory resulted in the discovery of numerous prehistoric and historic resources. Initial counts indicate the presence of nearly 30 prehistoric sites and isolates and at least one large historic site complex. The final project documentation including the project report and site forms is currently being prepared and completion planned in a few weeks. Intermountain Antiquities Computer System (IMACS) forms were utilized in the field to gather site-specific data. However, the final version of the site data will be documented on the new Idaho site form being developed by the ISHPO.

One of the unique factors of the archaeological resources discovered during this project is site condition. The undisturbed nature of the resources is likely the result of private ownership of the land base. Other than a few cases where specific sites were truncated by roads, most of the identified impacting agents were natural (i.e. animals, erosion, and vegetation).

Field methods utilized during this project varied depending upon the nature and topography of the landform. However, a standardized intensive pedestrian archaeological survey method in compliance with ISHPO standards was utilized. This included the formation of two individual survey crews consisting of three to five people. Each team walked parallel survey transects no greater than 30-meters apart over the study area.

In general, when individual sites were encountered, crewmembers converged on the find location and transects 5-meters apart were utilized to identify artifacts, features, and site boundaries present in that location. Site overviews, significant features, and sample artifacts were photographed in



black-and-white prints and color slide formats for each site. In addition, digital photography was utilized to augment the photographic record where necessary. Field recording was to ISHPO standards with detailed descriptive notes, plan maps using compass-and-tape or pacing methods, field sketches of structures and significant features, environmental descriptions, and photography. Location information was recorded using Geographic Positioning System (GPS) technology for each site.

Though this was an extremely successful and rewarding project, some loose ends need to be tied-up prior to the land exchange. Below are four items that probably need to be addressed.

- 1) We need to return sometime in the near future (preferably prior to the completion of the land exchange) and finish recording the historic ranch complex. In order to properly assess the nature of the historic ranch complex, a thorough historic records search needs to be performed and an architectural historian needs to inspect the remaining buildings, corrals, roads, irrigation canals, and headgates.
- 2) The archaeological survey for the remaining Castle Rock area (referred to locally as "Lone Rock") needs to be completed. This rocky outcrop near the center of the project area was never completely finished and needs to be completed.
- 3) The BLM ground located adjacent to the future Idaho State Parks land needs to be properly inventoried. I think this is a very important piece of the puzzle. Public access to the entire area will now be provided via the Idaho State Parks land and it's likely this will drastically increase the likelihood of resource disturbance. This disturbance may potentially include numerous as-of-yet unrecorded archaeological resources located on the adjacent BLM ground.
- 4) The nature and condition of the resources within the area seem to lend themselves nicely to the formation of an archaeological district. I think this is definitely the case with prehistoric resources and to a lesser extent the historic resources. Since most of the high rocky ground to the north is actually BLM (as mentioned above), potential sites located in this area would likely be important contributions to the district.

DRAFT

## RECREATION TEAM

### General Philosophy/Vision

“A day-use park with both active and passive recreation uses in a protected natural geologic setting.”

### Recommended Park Classification

Natural

### Recommended Resource Area Designations

Ranch House/Trailheads/Staging: Service Support

Remainder of Park: Natural with permitted activities/locations

#### *Ranch House Service Support Area*

#### Visitor Experience/Activities

Little Cove Road entry. Corridor protected by scenic easements. Ranch House. Staff quarters.

- Information station—permits, maps, and regulations.
- Trailhead parking for both day use and overnight backcountry uses.
- Concrete vault toilet facility.
- Picnic area with tables/grates in orchard area.
- Horse corral and horse trailer parking.
- Extent of public motorized access to park. Only vehicle access beyond this point for emergency (fire, rescue, law enforcement) or stock management by permittees.

Trails

Three Trail Categories:

#### *Multi-use Trail*

- Loop trail starting and ending at trailhead by Ranch House.
- Hiking, horse use, and mountain bikes.
- Two-track trail to defined points (see map). Single track beyond.

- Approximately 4.5 – 5.0 miles in length; circles Castle Rock formation, goes through park, BLM lands. Some access/acquisition required to complete loop trail on the north side.

#### *Hiking Trail—Level 1*

- More gradual grade trail for average abilities. Follows some riparian areas along south and western edge of rock formations. Links into multi-use loop trail.
- Trail structures constructed over drainages where needed to minimize impacts.

#### *Hiking Trail—Level 2*

- Some steeper graded trails for average to more experienced hikers. Trails traverse saddles between principal rock features.
- Allows the non-climbing public closer access to the rocks.
- Spur trails for climbing access to rock features.
- Trails routed away from any sensitive cultural or natural features.
- Trails access to loop trail for return to trailhead area.

#### Carrying Capacity

No limits initially except parking spaces at trailhead and number of picnic sites.

Use limits (e.g., backcountry permits, etc.) could be applied later as situations warrant.

#### *Hunting*

- Okay in park—per historic use. Managed consistent with City of Rocks.
- Zone closures for safety/visitor experience around Castle Rock and camp wall close to trailheads, picnic area and ranch house (service support area).
- No vehicular access for hunting.

#### *Horse Use*

- Staging at trailhead corral or at snake pit in City of Rocks National Reserve.
- Day use in park or overnight in Sawtooth National Forest backcountry areas.

- Recommend certified weed-free feed grazing permit for USFS backcountry or pack-in pellets.

#### *Private Lands*

- For irrigated pasture lands along entry road, exchange as needed but reserve the scenic easement to preserve scenic entry corridor.
- \*Acquire 120 acres on Erickson property via purchase or exchange from willing seller.
- Acquire a 10 acre tract on Sheridan land (same stipulation as above) to protect a rock formation this is part of Castle Rocks.

#### *USFS—Sawtooth Access*

Loop trail provides important nonmotorized access to Sawtooth National Forest skyline trail via two key access points:

1. Near Stines Creek to Stines Pass.
2. Along Almo Creek to access Almo Creek Trail.

#### *Climbing*

- All key rock features are accessible/available for recreational climbing use.
- Climbing safety and regulations addressed in climbing management plan.
- Seasonal closures for nesting raptors based on distance and other factors.
- Most significant/key archeological and natural resource sites respected and managed to reduce impact.

#### *Toilet Facilities*

- Larger vault (or other) facility at Ranch House/trailhead area.
- Two small composting toilets with solar photovoltaics in proximity to Castle Rock and comp wall areas of higher recreation use.

#### *Picnic Facilities*

- One formal picnic area located in an orchard near the Ranch House with tables, fire grates.
- 1-2 picnic shelters—covered.

### *Overnight Use*

(City of Rocks serves both RV and minimal facility camping (primitive).)

- None proposed.
- Visitors can access the Sawtooth National Forest backcountry areas for overnight use via Almo Creek Trail, Stines Pass, via Indian Grove or North Fork of Circle Creek in Reserve or Twin Lakes Trainhead off Howell Canyon Road.

### *Commercial Guiding*

- Outfitter and guide services covered by commercial use permit licensed by the State of Idaho.

### *Nature Study/Interpretation*

- Level 1 and/or Level 2 hiking trails provide opportunities for a self-guided nature trail. Key features could be referenced via interpretive brochures or other media.
- Depending on demand, a guided fee interpretation nature walk could be conducted by a park ranger. Walks could be of various durations and degree of difficulty. City of Rocks could also be included for a longer day experience.

### *Orientation/Interpretation*

- For first time visitors to the state park, visitors would be encouraged to first stop at the proposed City of Rocks Visitor Center south of Almo. (The current Cahoon property serves in the interim.)
- Here, visitors would receive general info about the history and ecology of the area and would be able to better plan their visit and learn about both day use and overnight options. Those desiring to go to Castle Rocks State Park would then have a basic orientation, and detailed info would be available at the Ranch House.

### *Administration*

- Castle Rocks State Park and City of Rocks National Reserve managed out of the same office in Almo. Facilities need not be duplicated. City of Rocks has various overnight camping experiences to offer and has the primary visitor center.
- The Ranch House is staff quarters and shall provide an info station for Castle Rocks.

### *Staffing*

- A year-round site ranger.
- An 8-month seasonal ranger.
- A seasonal naturalist for fee interpretation (as possible.)
- Support by Almo staff (administrative, maintenance, resource management).

### Recommended Actions

1. File RP&P lease on BLM lands—2 tracts: 320 acres and 80 acres.
  - Rationale: Coordinated management, loop multi-use trail, one Castle Rocks resource, emergency access for fire, law enforcement, rescue, consistent recreational climbing management.
2. Cooperative Agreement—IDPR and USFS/Sawtooth for backcountry use, camping, grazing permittees, resource management, and other.
3. Name Change
  - Board of Geographic names (may also be state level coordination).
  - Entire formation is Castle Rocks. Change (back) Castle Rock to Lone Rock.

### **Strategic Planning Goals Met by Proposed Actions:**

- A1 • Majority of park would be included in the natural resource area.
  - Park designation is natural.
  - Ecology and geology of Castle Rocks is of paramount value.
- A2 • Establishment of state park and implementation of master plan enhances stewardship of site/values.
- A3 • Interpretive program enhances public understanding.
- A4 • Both passive and active recreation uses are managed to be in balance with natural values/ecology. City of Rocks facilities complement use and can't duplicate.
- A5 • New Castle Rocks State Park is established to protect the site.
- B1 • Traditional ranching use continued on site via exchange. Partnerships with BLM/USFS seamless experience; partner with climbing/horse groups/geology groups, others.
- B3 • Providing a high quality recreation experience.

- B4 • Challenging multi-pitch climbs available.
- C4 • Coordinate with Idaho State/Utah State geology and other programs—resource management/landscape architect.
- D1 • Day use fees/possible overnight backcountry fees.
- D3 • Fee interpretation for guided nature walks/talks.
- E1 • Partner with USFS/BLM/NFS.
- E5 • Major access provided to Sawtooth National Forest backcountry.

## **REAL ESTATE TEAM**

- Acquisition and Development
- Water and Mineral Rights
- Easements and Roads
- Grazing

### **Acquisition and Development:**

Four Alternative Proposals for Exchanges

### **Water and Mineral Rights:**

- Water resources are under review for adjudication of rights to new ownership.
- Ensure proper distribution of rights.
- Mineral rights for Castle Rocks and Hagerman need to be researched.

### **Easements:**

- County Roads willing to accept jurisdiction of Castle Rocks roads.
- Upgrade must be done after transfer.

### **Grazing:**

- Grazing will continue.
- Management Study will be done.
- Determined by bid process (State of Idaho).

### **Acquisition and Disposal**

- Plan A
  - One exchange parcel:
    - 120 acres + or – North of Road
    - 160 acres + or – South of Road

- Plan B  
Two exchange parcels:  
One parcel 120 + or – acres North of Road  
One parcel 160 + or – acres South of Road
- Plan C  
Three exchange parcels:  
Two parcels North of Road:  
40 – 80 acre parcel along North boundary line  
80 – 100 acre parcel North of Road  
One parcel 160 acres South of Road
- Plan D  
Two exchange parcels and one possible additional:  
One 120 acre\* parcel North of Road  
One 160 acre parcel South of Road  
Plus  
One possible 80 acre parcel in South of Ranch

(\*Possible separate 40 acre parcel for Sheridan trade for area of rocks in NE corner of ranch.)

### **Plan A**

#### Benefits

- Simplest for procedures.
- Requires the least amount of protection conditions.
- Evaluation process is simpler.
- Water right issue is not as complex.

#### Negatives

- Challenge to find adequate value in land in Reserve.
- County road will split property parcel.
- Private property would have close proximity to park.

### **Plan B**

#### Benefits

- County Road will divide ownership.
- Easier to find exchange value in the Reserve.

#### *Negatives*

- Make smaller parcels for cattle operation.
- Water right distribution more complex.
- Convolutioned exchange—takes more time.
- Might require more protection prescriptions.
- Potential for more residences.

## **Plan C**

### Benefits

- Flexible NPS and IDPR options.
- More options for exchange within Reserve.
- County road is a non-issue.
- Could solve Erickson/Sheridan access problem.

### Negatives

- Complicated.
- State must be able to follow through.
- Take much longer to complete.
- Big appraisal dilemma.
- Water rights allocation complex.
- Accessibility issue on North parcel.
- May not comply with County Zoning.
- More complexity for conditions on deeds.

## **Plan D**

### Benefits

- Protects view shed along the Reserve entrance.
- Provides exchange operation for more landowners.
- Square up boundaries in Castles.
- Ownership of CA Trail.
- Gain another water source at CIRO.
- Add grazing management operation at CIRO.
- Community acceptance.

### Negatives

- Complicated to complete.
- Greater challenge to balance values.

## **Goals Met**

- A. Natural Resource and Historic Stewardship
  - A1. Protect and actively manage natural resources.
  - A2. Enhance stewardship of resources and sensitive areas.
  - A4. Sensitively balance preservation and recreation.
  - A6. Protect heritage sites.
- B. Community Relations and Public Satisfaction
  - B1. Meet community needs.
  - B2. Enhance customer satisfaction.

- B4. Provide recreation adventures.
- E. Recreation Opportunities
  - E5. Pursue access for recreational use.

## **(NATURAL) RESOURCES PLANNING TEAM**

- Identify Important Resource Values
- What we already know
- What additional information do we need

### **Resource Values**

- Scenic Quality- #1
- Geology
- Riparian Corridors
- Threatened or Endangered Species
- Wildlife habitat
- Air quality
- Soils and Soil Erosion
- Vegetation

### **Scenic Quality**

Outstanding value, from many viewpoints

- Contains a variety of landscapes- Bottom = riparian; sage/grasslands; Pinyon/juniper uplands
- Unique rock forms with alpine mountain ridge in background
- Protection of scenic quality is dependent upon management of adjacent public and private lands
- Night sky/natural quiet

### **What We Know- Scenic Quality**

- Important viewpoints
  - Entrance onto Little Cove Road from Hwy 77- first glimpse of Castle Rocks
  - East entrance into CR Ranch
  - Ranch House
- View from western boundary to Graham Peak
- View from Castle Rock across Raft River Valley
- View of Cache Peak across Erickson property

### **What We Need**

- Conduct visual analysis
- Inter-agency coordination
- Public education
- Seek public cooperation re. development

### **Geology**

- Granite of Almo Pluton, with P-C Elba Quartzite to east (hogbacks at entrance to Cove)

- Unique weathering characteristics of granite
  - Fins
  - Case hardening
    - best example of bornhardt rock formations in the region
- Potential NNL- ensures protection of these nationally significant rock formations. Develop a monitoring and inventory sampling program. Locate fragile rock formations and identify impacts to rock surfaces from visitor activities.
- Provides unique wildlife habitat (ledges, cracks, overhangs habitat for bats, raptors, lions.
- Provides unique recreational opportunities, including solitude

### **What We Know- Geology**

See CIRO CMP. Also published/unpublished literature

### **What We Need- Geology**

- University/colleges field schools- Whitman College to do a geological mapping this summer (glaciation, geologic units/ structure)
- Pursue NNL designation/amendment from NNL program at WASO NPS
- Inventory rock formations for “climbability”

### **Riparian Corridors/Irrigated Lands**

- Irrigated lands provide pastoral viewshed (wildflowers, songbirds, butterflies) as you enter the park is first visitor experience/setting- unique
- 280 acres of historically ditch irrigated lands for pasture have created riparian habitat.
- Water availability in arid environment is important for wildlife, visitors, grazing
- Irrigated lands have monetary value for exchange purposes within CIRO

### **What We Know- Riparian Corridor**

- Two perennial streams- Almo and Stines Creek (Black Creek on BLM feeds into Almo Creek)
- Absence of springs on property except for spring head. Most are on BLM and USFS
- 9 ½ shares of water rights from Almo Water District
- Orchard next to ranch house
- Potential habitat for Spiranthus, bald eagle- T&E

### **What we Need- Riparian**

- Survey for Spiranthus
- Conservation easement for land sales of irrigated pasture to protect riparian/scenic values
- Management to protect riparian areas from grazing
- Document historic settlement practices

### **Threatened and Endangered Species**

- Possible habitat for Yellowstone cutthroat trout, Bald Eagle, lynx, and Spiranthus.
- Idaho Species of concern include Townsend big-eared bat, ferruginous hawk, cliff chipmunk

### **What We Know- T&E**

- Compliance with USFWS and Idaho Conservation Data Center, NMFS show no T&E, but also mentioned that no surveys have been done.

- USFS studies show potential lynx habitat
- USFS studies show that it may be a stop over for migration of Bald Eagle. Contact: USFS Burley Ranger District, Sawtooth NF

#### **What We Need- T&E**

- Surveys for above listed species

#### **Wildlife Habitat**

- Lion denning habitat associated with rock formations
- Nesting raptors
- Mule deer- year round habitat
- Wintering Elk habitat
- Possible natural reintroduction of big horn sheep, potential formal reintroduction
- Possible roosting habitat for bats

#### **What We Know- Wildlife Habitat**

- Existing red tailed hawk nest on Comp Wall
- Wildlife list from CIRO included

#### **What We Need- Wildlife**

- May need seasonal closures for nesting raptors
- Contact IDFG for results of fish survey

#### **Air Quality**

- Generally good quality. CIRO is Class II
- Seasonal wind blow dust, smog from SLC area.

#### **What We Know- Air Quality**

#### **What We Need- Air Quality**

- Air quality analysis
- Dust abatement measures on access roads into the park

#### **Soils and Soil Erosion**

- Most soils are granitic. Granitic soils are highly erosive.
- Lands have experienced little use to present, however potential for erosion is high

#### **What We Know- Soils**

- Isolated areas of Elba Quartzite cobbles (north of 80 acre BLM parcel)
- Invasive species may increase where soils are exposed.
- Fire increases soil erosion, improves fertility

#### **What We Need- Soils**

- Cassia County Soils Survey
- Design and placement of roads should be compatible to soil types.

### **Vegetation**

- community types
  - Irrigated pasture–
  - Upland steppe
- Wyoming big sage
- Low sage found in Elba Quartzite cobbles. Also syringa (mock orange), cercocarpus (mountain Mahogany)
- Pinyon/Juniper Woodland

### **What We Know- Vegetation**

- Pinyon blight and effects on scenery and wildlife (habitat and food source)
- CIRO vegetation survey has 540 plant species (see attached plant list). Probably similar number at Castle Rocks.
- Two orchid types aren't found at Castles that are found at CIRO.
- Hedgehog cactus is not found at Castles.
- Rare ferns associated with rock formations in CIRO.

### **What We Need- Vegetation**

- Plant Survey, including rare plants
- Study of Native American traditional use of pinyon nut gathering.
- Possible protection of rare and sensitive plant species, particularly rock formations where climbing may occur

## **Biographical Sketches of Participants**

(Alphabetical Listing)

### **Keith Dunbar**

Keith received his Bachelors degree in History from Simpson College in Iowa. He received his Masters degree in Urban and Regional Planning from the University of Colorado. Keith is a US Navy veteran, with two years serving in active duty and four years in the reserves. He has worked in federal government for 25 years. Three years were spent working with the State of Colorado, Transportation Planning and Office of the Governor. For the past 23 years, he has worked with the National Park Service, where he currently serves as the Chief of Planning and Environmental Compliance in the Pacific West Region, located in Seattle, Washington.

### **Kirstie L. Haertel**

Kirstie received her Bachelors degree from Hartwick College and is a Master's candidate at the University of Washington. Her experience and education include archeological surveys, testing, excavation, reporting, National Register nominations, NAGPRA, collection management, collection research, and (some) conservation. Kirstie has nine years of field and lab experience in conducting surveys in the Pacific Northwest, to include testing, as well as monitoring and stabilization of sites in the area. She has worked on excavations in New York, Arizona, Texas, Washington, and Russia (Steppes). In Kirstie's present position with the National Park Service, she has worked with the National Historic Landmark program for the past year. She comments

frequently on EIS documents regarding National Historic Landmarks as well as cultural areas in national parks.

### **Ned Jackson**

Ned received his Bachelor's degree in Forestry from Utah State Agriculture College (now Utah State University) in Logan, Utah. His past work experience includes employment with the U.S. Forest Service from 1950 thru 1984 in a variety of positions. These include firefighter, crew foreman, range conservationist, district forest ranger (3 districts), range staff officer and recreation and lands staff officer at the Tonto National Forest, job corps center director, and Region 3 director of aviation and fire management for the National Interagency Fire Center. During his tenure with the Forest Service, he was deeply involved in organizing the Indian firefighting crew and training them for fire suppression activity. He flew lead planes and aerial retardant aircraft and was involved in their development and use. Ned retired from the U.S. Forest Service in 1984. Ned began his employment with the Idaho Department of Parks and Recreation in 1985 as the assistant park manager for the Boise area parks and then transferred to Ponderosa State Park as park manager. He currently serves as Park Manager/Superintendent for the City of Rocks National Reserve, Lake Walcott State Park, and Castle Rocks State Park.

### **Juanita Jones**

Juanita and her family are from the Almo Valley, so she has a special interest in any events that impact the surrounding area. She has worked for the Idaho Department of Parks and Recreation at the City of Rocks National Reserve for the past six years, and her experience has been gained from her current position at the Reserve as well as owning and operating a cattle ranch in the area.

### **Neil King**

Neil received a Bachelors degree in Fine Arts and a Bachelors of Science in Archeology. He has served with the National Parks Service for the past 28 years. In his first years of employment with the NPS, he held twelve varied positions within five national parks, and his duties included maintenance, interpretation, law enforcement, planning, and management. Neil is currently serving as the Superintendent of the Hagerman Fossil Beds and Minidoka Internment for the National Park Service.

### **Merl Mews**

Merl received his Bachelors degree in Agriculture from South Dakota State University in 1961. He attended graduate school at Utah State University in the Forestry degree program. Merl began his 33-year career with the Idaho Department of Parks and Recreation in March of 1968, when he began work as a technician at Farragut State Park. He transferred to the Boise headquarters as a Planner in July of 1968. Merl currently serves as the Development Bureau Chief for IDPR. Merl has been married for 33 years and has one daughter and three grandchildren.

### **Mike O'Farrell**

Mike received his Bachelors degree in History from the University of Montana and a Bachelors of Science degree in Range Science from Montana State University. He has 26 years of

experience with the federal government, to include 24 years in range, watershed, fish/wildlife, lands, NEPA, and recreation. His current position is with the U.S.D.A. Forest Service serving as the Acting District Ranger for the Burley/Twin Falls area.

### **Dave Okerlund**

Dave received his Bachelors degree in Environmental Design from Texas A&M University in 1973. His curriculum focused on architecture, landscape architecture and urban planning. He moved to Idaho in 1985 and served for four years as a staff planner with the Ada County Development Services Department in Boise. Dave entered the parks and recreation field in 1989 when he joined the Idaho Department of Parks and Recreation, where he now serves IDPR's Development Bureau as Comprehensive Planning Section Supervisor. In this capacity he prepares park master plans and feasibility studies for the state park system, and recently facilitated the agency's strategic planning process. Dave is currently serving as IRPA's District 6 (Ada County) Representative, and also serves as a member of the City of Eagle's Parks and Pathways Committee.

### **Brad Shilling**

Brad received his training in EMT services prior to joining the City of Rocks six years ago. He has been active in climbing for the past 27 years and was a professional ski patroller/EMT. In Brad's current position, he manages both the climbing and trail networks at the City of Rocks National Reserve.

### **Karen Shilling**

Karen received her Bachelors of Science degree in Geology from the University of Michigan. She was employed by the BLM as a geologist for ten years, with a diverse work experience ranging from the mining industry to her current position with the National Park Service.

### **Cheryl Teague**

Cheryl received her degree in Landscape Architecture and has worked in this capacity for the past 23 years, including international work in Edinburgh, Scotland. For nine years, she worked for The Conservation Fund in Arlington, Virginia involving conservation and preservation options for land development projects. She joined the National Park Service eight years ago, and currently serves as a landscape architect/planner with the Columbia Cascades Support Office in Seattle.

### **James Thomas**

Jim received his Bachelor's degree in Landscape Architecture from the University of Idaho in 1983 and a Masters of Science degree in Resource Recreation from the College of Natural Resources at the University of Idaho in 1999. He is a Registered Landscape Architect with 18 years of combined experience in working in public and private practice designing and planning parks and recreation facilities. Jim has worked for the Idaho Department of Parks and Recreation for the past ten years.

### **Connie Vaughn**

Connie has worked for the Idaho Department of Parks and Recreation for approximately 20 years. During her tenure, she has worked in a variety of areas within the department including

support services, the Land & Water Conservation Fund program and as assistant to the Director. She began her work in the Development Bureau in 1997 where she currently serves as a planner in the Comprehensive Planning Section. Connie is a third generation Idaho native.

**Rick L. Wagner**

Rick received his Bachelors degree in Agriculture and Forest Management from Oklahoma State University. He has served with the federal government for over 34 years, with his first position in 1967 as a Forester with the BLM in Salem, Oregon. He was then promoted in 1974 to District Realty Specialist with the BLM in Sacramento, California. In 1978, Rick served as the Lands/Realty Program Coordinator with the BLM's Colorado State Office in Denver. In 1984, he began his employment with the National Park Service, where he served as the Realty Branch Chief for the Pacific Northwest Region, located in Seattle, Washington. In 1991, Rick began his current position as Chief of the Columbia Cascades Land Resources Program Center with the National Park Service in Seattle.

**Venna Ward**

Venna moved to Almo, Idaho in 1970. She and her husband raised cattle, along with five children. In 1993, she joined the Idaho Department of Parks and Recreation and the staff at the City of Rocks National Reserve. Venna has worked in every area of management at the City of Rocks, to include interpretation and maintenance, office management, and as a ranger. In her current position, she serves as Assistant Manager/Administrative Officer. Venna enjoys the many friendships, opportunities for growth and training, and travel experiences that her position at City of Rocks has provided.

**Zeke Zimmerman**

Zeke received his Bachelors degree in Recreation in 1970 and a Bachelors degree in Secondary Education in 1971 from Utah State University. He has past experience as a building contractor in addition to teaching school for seven years. Zeke has worked for the U.S. Forest Service for the past 25 years as an Outdoor Recreation Planner, which includes experience in recreation program management, winter sports administration (ski areas), and trail construction and maintenance. His work with the Forest Service also includes 20 years of fire suppression experience.

## Castle Rocks Planning Team Contact Information

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